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ABSTRACT

In 1987, Congress passed the Stewart B. McKinney Homeless Assistance Act. One of its provisions was that each child of a homeless individual and each homeless youth have access to a free, appropriate public education. As required by the Act, the state prepared a plan for indirect and direct educational services to the homeless children of Hawaii. A recent estimate of the number of homeless children statewide was 3,028. Provisions are made for administration and funding of programs under the McKinney Act. Hawaii has established a state coordinator for the education of homeless children, and has provided for the resolution of disputes about placement of such children and for assuring that any placement is in the best interests of the individual child. The goal is to ensure that homeless children receive the same services as do other children in the state. To that end, recordkeeping regulations were developed. Six tables present summaries of plan objectives. A 13-item list of references is included. The following materials are appended: (1) a study of the educational problems of homeless children based on interviews with 9 teachers, 7 operators of shelters, and 20 homeless parents; (2) the interview guide for teachers; (3) the teacher survey; (4) 3 bar graphs; and (5) an outline of 12 educational problems faced by Hawaii's homeless children and youth. (SLD)

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Hawai'i State Plan for the Education of Homeless Children and Youth

Planning and Evaluation Branch
Office of the Superintendent
Hawai'i State Department of Education
Honolulu, Hawai'i

September 1990

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Hawai'i State Plan for the Education
of Homeless Children and Youth

Background to the Plan

The McKinney Act

In 1987, the U. S. Congress passed Public Law 100-97, the Stewart B. McKinney Homeless Assistance Act. Under Title VII, Subtitle B of the McKinney Act, Congress provided states with grant funds to "assure that each child of a homeless individual and each homeless youth have access to a free, appropriate public education" (Section 721). Each state educational agency is required to prepare a plan for addressing the requirements of Title VII, Subtitle B, Sections 721 and 722 of the McKinney Act (see Table 1, p. 2). As shown in Table 1, the McKinney-Act requirements are that the Hawai'i State Department of Education (DOE) must: (a) revise residency laws, if necessary; (b) establish an office of the state coordinator to gather and report on the numbers of homeless children and youth, on the issues affecting their education, and on the difficulties in providing information about the children; (c) provide for the resolution of disputes about the educational placement of homeless children; (d) enroll children in their school or another near where they live when they become homeless; (e) ensure that homeless children get services comparable to non-homeless children; and (f) ensure that school records are available when children change schools.

Homelessness and Its Effects on American Children's Education

Estimates of the number of homeless children nationwide range from 215,083 (U. S. Department of Education, 1990) to 750,000 (Children's Defense Fund, 1988). In Hawai'i, a recent estimate of the number of homeless children statewide was 3,028 (SMS Research, 1990). Precise information on the numbers of homeless children may be unknown, but there is no mistaking the trends showing that homeless children constitute the fastest growing segment of the homeless population (Jennings, 1988; Jennings, 1989a; National Academy of Sciences, 1988; Rossi, 1989).

Given the physical and psychological consequences of homelessness (see Jennings, 1989b; Homeless Children, 1987; and Maza & Hall, 1988), it is no

Table 1. Requirements of Title VII, Subtitle B of the McKinney Act That the Hawai'i State Department of Education Must Address

Section of McKinney Act	Requirement
721	Revise residency laws, if necessary, to ensure that homeless children and youth are given a free education.
722(d)	Establish an Office of the Coordinator of Education of Homeless Children and Youth that will: • gather data on the number and location of homeless children and youth. • gather data on the "nature and extent of problems of access to, and placement of, homeless children and homeless youth..." • gather data on the difficulties in identifying the special needs of such children.
722(e)(1)(B)	Provide procedures for the resolution of disputes about the educational placement of homeless children and youth.
722(e)(3) and (4)	Regardless of whether homeless children are living with their parents or elsewhere, the Hawai'i State Department of Education will either continue to keep them in their previous school or enroll them in a school near where the children are currently living.
722(e)(5)	Children shall get services comparable to those provided to other students, such as compensatory education, special education, vocational education, gifted and talented programs, and school meal programs.
722(e)(6)	School records shall be maintained in such a way as to ensure that they are available when the children change schools and "in a manner consistent with section 438 of the General Education Provisions Act."

surprise that many homeless children do not receive an adequate education. Attendance rates for homeless children have been found to be 20% to 30% lower for homeless children than non-homeless children (Jennings, 1989b; see also Goldberg & Montague, 1987; Maza & Hall, 1988; and "Homeless Children," 1987). Homeless children who do attend school regularly tend to perform below grade level (Jennings, 1989b). In one study, nearly 50% of the homeless children surveyed had repeated a grade, nearly 25% were performing below average or failing, and 25% were in special classes (Goldberg & Montague, 1987).

As required by the McKinney Act, in 1989 and 1990 the U. S. Department of Education (USED) reported summaries of data collected by the state education agencies (SEA) on homeless children's educational needs and problems. The most frequently-cited reasons homeless children had trouble attending and performing in school were: a lack of transportation; stays in homeless shelters that were too short to make enrollment worthwhile; homeless parents' preoccupation with basic, non-educational needs; children's discouragement with frequent school changes; a lack of homeless families' motivation; children's emotional problems; a lack of supplies and clothing; and a lack of school records. The states also indicated special needs such as: tutoring; support staff such as counselors and social workers; after-school programs; awareness training for school personnel; educational assessment, screening, and placement; and educational program continuity and stability.

Understanding Homelessness in Hawai'i

The USED reports to Congress summarizing the SEA data represent a significant step in understanding the educational needs of homeless children. The SEAs' data on the important problems facing homeless children, however, do not necessarily all apply to Hawai'i. Typically, SEAs have gathered information on homeless children's educational problems only from secondary sources, such as school district administrators, service providers, and so forth, and not from homeless parents themselves. To date, no study has reported and compared data from the major program *stakeholders* (teachers in areas with relatively high numbers of homeless children, service providers, and homeless parents) or discussed variation in

the stakeholders' opinions about homeless children's educational problems. Therefore, in developing this state plan, the DOE commissioned a major, three-part study on Hawai'i homeless children's educational problems[1].

In the first phase of the study conducted on homeless children's educational problems in Hawai'i, a total of 12 important educational problems facing homeless children were identified. These were:

- Problem A: Children's families move too often.
- Problem B: No transportation to or from school.
- Problem C: Children have health problems.
- Problem D: Parents can't afford school supplies, clothes, field trips, or lunch.
- Problem E: Children do not have adequate counseling.
- Problem F: Lack of tutoring.
- Problem G: Schools don't offer enough job training.
- Problem H: Children have family problems, behavioral problems, or emotional problems.
- Problem I: Communication between the schools and the homeless is inadequate.
- Problem J: Teachers, schools, or the public do not understand homelessness.
- Problem K: Children are ashamed to be homeless.
- Problem L: Children have no quiet place to do homework.

In the second phase of the study, additional data on the 12 problems were collected and analyzed. Because of the limited resources available under the McKinney Act to implement the state plan for serving homeless children, not all the important problems can be addressed at once. To efficiently use the resources available under the McKinney Act, information on *priorities* among the problems is necessary. Therefore, the 12 educational problems facing Hawai'i's homeless children were scaled in the order of importance. These scale findings were gathered from the three groups of program stakeholders (teachers, homeless service providers, and homeless parents). The data showed six problems to be of relatively high importance to at least one of the three stakeholder groups: Problem H (Children have

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[1]The study is summarized here and described in detail in Appendix A (see p. 15).

family problems, behavioral problems, or emotional problems), Problem I (Communication between the schools and the homeless is inadequate), Problem J (Teachers, schools, or the public do not understand homelessness), Problem K (Children are ashamed to be homeless), Problem L (Children have no quiet place to do homework), and Problem D (Parents can't afford school supplies, clothes, field trips, or lunch). These results varied among the three stakeholder groups.

Program decisions about priorities are political, and, in and of themselves, research findings are insufficient for making program decisions. As Anderson (1977) says, "Technical policy analysis does not provide techniques for reaching valid and indisputable conclusions about public problems. It is rather no more than another form of political argument" (p. 97). Thus, the notion has arisen that program stakeholders should help interpret data for program decision-making. Therefore, in the third part of the study, representatives of the stakeholders were asked to participate in a structured meeting for reconciling the differences among the three stakeholder groups' scaling of the importance of the problems facing Hawai'i's homeless children. The stakeholder representative's decisions about the four most important problems, and their mean rankings for the representatives, were:

1) Children have family problems, behavioral problems, or emotional problems (*rank = 1*).
2) Teachers, schools, or the public do not understand homelessness (*rank = 2*).
3) Communication between the schools and the homeless is inadequate (*rank = 3.5*).
4) Children are ashamed to be homeless (*rank = 3.5*).

These four problems have guided the development of this plan and are addressed in the steps that will be taken to address McKinney Section 722(e)(5).

Purposes of This Plan

This plan specifies both indirect and direct educational services to homeless children in Hawai'i. The primary purpose of the plan is to

specify the activities that will be conducted under the McKinney Homeless Assistance Act of 1987. Because the Act specifies that McKinney funds cannot be spent on direct services to homeless children, most of the activities specified do not involve direct services. Thus, the target group for most of the activities specified in this plan is school staff, and particularly teachers and administrators at schools serving high numbers of homeless children. A secondary purpose is to specify steps that should be taken to serve homeless children directly. These steps will require additional, non-McKinney, grant funding.

It is not the purpose of this document to provide a detailed operational plan for serving homeless children in Hawai'i. Nevertheless, this plan provides more detail than a typical strategic plan. Program objectives and activities are specified for addressing McKinney Act, Title VII, Subtitle B, in this order: 722(d), 722(e)(1)(b), 722(e)(3) and (4), 722(e)(6), and 722 (e)(5). For each of these McKinney sections, a narrative introduction is presented and a table showing the program objectives, program activities, beginning dates, ending dates, and responsible position or office is given.

Funding Issues

Available Federal Funding

At current levels of federal funding, Hawai'i is allotted $50,000 per year for meeting the McKinney-Act requirements for the education of homeless children. For the period from September 1990 through the end of the 1990-91 federal fiscal year (FY) in October of 1991, Hawai'i will be eligible for a total of $100,000 -- $50,000 for the FY 1990-91, and $50,000 for FY 1989-90, which has not yet been expended in the state.

Funding for Ongoing Activities

Because the McKinney Act requires in Section 722(d) that each state establish a coordinator's office, the rationale for this plan is that, beginning in FY 1990-91, $50,000 will be allocated to fund the Hawai'i state coordinator's office. This amount will fund a full-time coordinator, part-time clerical help, travel, supplies, and indirect costs. In future years, the annual $50,000 will continue to fund the office. With this $50,000, the coordinator

will address those Sections of the McKinney Act that require ongoing activities (Sections 722[d], 722[e][1][b], 722[e][3] and [4], 722[e][6], and *some* on-going activities in 722[e][5])[2].

The educational problems identified in the study conducted for this plan and the relatively high number of homeless children in Hawai'i estimated in the SMS Research (1990) study suggest that *additional* ongoing steps, not funded by McKinney, should be taken to serve these children. Therefore, the rationale of this plan is that additional funding should be sought to address some ongoing problems of homeless children.

Funding for One-Time Activities

McKinney Subtitle B, Section 722 (e)(5) broadly requires that the states ensure that homeless children get services comparable to non-homeless children. To address such a requirement, the DOE believes it is necessary to develop methods for addressing the specific problems facing homeless children in Hawai'i. To identify these problems, the DOE commissioned the study briefly described previously in this report (and described in full in Appendix A, p. 15). The educational problems identified in the study are addressed by one-time activities and are discussed in this plan under the activities for Section 722(e)(5). All the one-time activities specified for addressing Section 722(e)(5) will be funded by the FY *1989-90* McKinney funds.

Objectives and Activities Addressing McKinney Title VII, Subtitle B

In the remainder of this plan, each section of Title VII, Subtitle B (as shown in Table 1) is addressed. For each section, a narrative and a table are given.

McKinney Section 722(d): Establishing the State Coordinator's Office

In Section 722(d) of Subtitle B, it is required that each state establish an Office of the State Coordinator for the Education of Homeless Children

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[2]Because the DOE is comprised of one school district, no special activities are necessary for addressing Section 721 (about the revision of residency laws to ensure homeless children are given a free education), and none are specified in this plan.

and that the coordinator conduct certain data-collection activities. In Table 2 (p. 9), the plan for establishing the office, for the state coordinator's initial activities, and for collecting the data annually required by the USED is shown.

As seen in Table 2, the plan specifies that the coordinator will be hired in Fall 1990. The coordinator will (a) become familiar with this plan, (b) specify the dates and steps for implementing the activities specified in the remainder of this plan, (c) attend the National McKinney Coordinator's Conference (if one is held), and (d) report on the number and location of homeless children for the annual USED Status Report. These program activities will take place as soon as the coordinator is hired.

To become familiar with the scope of the issues facing homeless children and their education, the coordinator will implement other, long-term activities. These include (a) a review of existing materials available for assisting teachers and administrators in the education of homeless children and (b) taking steps to ensure that children are identified when they become homeless. The review of existing materials will help the coordinator collect background information on materials that should be developed. The steps to identify children when they become homeless will help ensure that the large number of homeless children in the state will continue to receive an adequate education and can receive additional help, if necessary, from teachers and school administrators. The steps should include provisions for regular contact with other service providers, methods for the service providers to record the names of homeless children whom they serve, frequent contact with service providers familiar with the homeless children living in beach parks or in other places outside of homeless shelters, and so forth. If necessary, additional, non-McKinney grant funds should be obtained to properly implement this section of the plan.

McKinney Section 722(e)(1)(b): Providing for the Resolution of Disputes About Placement

In Table 3 (p. 9), it is shown that the state coordinator will take steps to resolve disputes about the educational placement of homeless children. The first step to help resolves disputes will be to develop grievance procedures. The coordinator will examine existing procedures for addressing

Table 2. Plan for Addressing McKinney Section 722(d)

Objective	Activities	Beginning date	Ending date	Responsible position or office
Hire state coordinator for the education of homeless children	• Define responsibilities of coordinator and write job description • Advertise position, interview, and hire coordinator	6/4/90 9/4/90	8/31/90 11/30/90	DOE Spec. Prgm. Mngmnt. Office
Review the state plan and existing materials on the education of homeless children	• Study state plan • Develop operational plan addressing the responsibilities of coordinator, as presented in the state plan • Attend National McKinney Homeless Coordinators' Conference • Identify existing resource materials	12/3/90 12/31/90 12/90 12/17/90	12/28/90 2/8/91 --- 2/8/91	State coordinator
Gather data for the completion of annual USED Status Report	• Review and, if necessary, revise methods for gathering data • Collect data • Report data • *[Repeat previous steps annually]* • Develop a system for identifying children when they become homeless	11/4/91 11/18/91 12/9/91 [Annually] 2/4/91	11/13/91 12/6/91 12/27/91 [Annually] 6/28/91	State coordinator

Table 3. Plan for Addressing McKinney Section 722(e)(1)(b)

Objective	Activities	Beginning date	Ending date	Responsible position or office
Resolve disputes between homeless parents and school officials	• Establish grievance procedures to resolve disputes • Serve as an arbitrator to resolve disputes between homeless parents and school officials	12/3/90 3/4/91	3/1/91 Ongoing	State coordinator

parent complaints or grievances, prepare a draft of procedures for addressing parents' grievances, obtain a review of the procedures for feasibility and legality, and then prepare a final version of the procedures. Once the procedures have been approved, the coordinator will serve as an ongoing arbitrator of disputes between school administrators and homeless parents,

when requested.

McKinney Section 722 (e)(3)&(4): Ensuring That Placement is in the Child's Best Interest

To ensure that school placement is in the best interest of homeless children in Hawai'i, as required by McKinney Sections 722(e)(3) and (4), the state coordinator will develop and implement policy changes, as shown in Table 4 (p. 10). When children are required to change schools because they are homeless, their education is disrupted. The coordinator will help the children avoid such disruption by ensuring that policies are developed for homeless parents to keep the children in their home schools. Drafts of the policies will be developed, reviewed, revised (if necessary), and submitted for approval to the Board of Education. Once they are approved, the coordinator will be available on an ongoing basis to help resolve disputes when homeless parents' mailing addresses are outside the school catchment areas.

Table 4. Plan for Addressing McKinney Sections 722(e)(3) and (4)

Objective	Activities	Beginning date	Ending date	Responsible position or office
Change policy to allow homeless students to attend home school even when moving outside school catchment area	• Develop policy changes to enable homeless children, who may move frequently, to attend their home schools	12/3/90	2/22/91	State coordinator
	• Resolve disputes between the DOE and homeless parents when mailing addresses are out of school areas	2/25/90	Ongoing	

McKinney Section 722(e)(6): Ensuring That Children's Records Are Maintained

Under Section 722(e)(6), it is required that children's school records be maintained in such a manner that the records can easily be transferred. In Table 5 (p. 11), the plan for addressing this requirement of the McKinney Act is given. Thus, the coordinator will establish or revise existing procedures so children's records are efficiently and quickly transferred. These records will include health and immunization records. Once these proce-

dures are implemented, the coordinator will take steps to identify homeless children who are not in school and to ensure that records on these children are maintained.

Table 5. Plan for Addressing McKinney Section 722(e)(6)

Objective	Activities	Beginning date	Ending date	Responsible position or office
Maintain school records so homeless children can transfer schools easily	• Establish procedure for transferring school records efficiently • Implement procedures	12/10/90 3/18/91	3/15/91 Ongoing	State coordinator
Maintain records on non-registered homeless students	• Identify children in shelters who are not in school	12/10/90	Ongoing	State coordinator
Ensure homeless children have appropriate immunization records to attend school	• Develop procedures for helping homeless children obtain necessary health and immunization records • Implement procedures	12/10/90 3/11/91	3/8/91 Ongoing	State coordinator

McKinney Section 722(e)(5): Ensuring That Children Receive Services Comparable to Non-Homeless Children

If homeless children are to receive services comparable to other children, such as compensatory education, special education, and so forth, the problems homeless children face should be identified. Thus, the three part-study described beginning on p. 3 (and in Appendix A, p. 15) was conducted. In the study, homeless parents, teachers serving homeless children, and service providers were interviewed and surveyed. In a structured day-long meeting, representatives of each of the three groups helped the researchers interpret the interview and survey data. Through this process, it was ensured that the problems identified in the study are the most important educational problems facing homeless children in Hawai'i and that the results will be accepted by the homeless parents, teachers serving homeless children, and service providers.

Based on the findings about the important educational problems, the plan shown in Table 6 (p. 13) specifies that the coordinator will prepare a

Request for Proposals (RFP) to develop training materials. The materials will be for a one-to-two-hour workshop (including a videotape) for teachers and school administrators, and should address issues such as stereotypes about the homeless, identifying signs of homelessness in newly-homeless children, methods for dealing with homeless children's special problems, and so forth, as shown in Table 6. The coordinator should inform social-service agencies about the RFP and encourage local experts in homelessness to submit proposals. The coordinator will convene a qualified panel of reviewers who will review the proposals and select the best-qualified contractor. Once the contract is awarded, the coordinator will monitor the development of the workshop materials and videotape.

After the workshop materials and videotape are developed, the coordinator will develop a plan for conducting workshops. The workshops will be ongoing and, if funding levels permit, will be available upon request to all schools. The coordinator will conduct the workshops. The coordinator should request to administer the workshop in *all* schools in areas with high numbers of homeless children. If an insufficient number of workshops can be conducted with McKinney funding alone, additional, non-McKinney grant funds should be sought.

Table 6. Plan for Addressing McKinney Section 722(e)(5)

Problems facing homeless children	Objective	Activities	Beginning Date	Ending Date	Responsible position or office
• Children have family problems, behavioral problems, or emotional problems • Teachers, schools, or the public do not understand homelessness • Communication between the schools and homeless is inadequate. • Children are ashamed to be homeless	*Provide comparable services to homeless children and youth by:* • *increasing school personnel's understanding of homelessness and awareness of homeless children's problems* • *increasing effective communication between homeless families and the school* • *taking steps to reduce embarrassment for homeless children*	• Write a Request for Proposals for developing a one-to-two hour teachers' and administrators' workshop, including training materials, a videotape, and workshop leaders' guidelines. Minimally, the workshop should address: 1) who the homeless are, how they become homeless, and how stereotypes about them can be eliminated. 2) homeless people's perspectives on being homeless. 3) the economic problems of the homeless. 4) how to identify signs of homelessness in homeless children. 5) how to develop open communication with the homeless. 6) how to deal with the special problems of homeless children. 7) how to identify resources to help with money for extra-curricular activities. • Select the appropriate contractor to develop the workshop. • Monitor the development of the workshop. • Using the workshop materials, videotape, and guidelines, conduct school workshops.	12/3/90 2/18/91 4/1/91 9/30/91	2/15/91 3/29/91 8/30/91 Ongoing	State co-ordinator

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Appendix A

A Study of the Educational Problems of Homeless Children in Hawai'i

A Study of the Educational Problems of Homeless Children in Hawai'i

To gather information for developing the state plan for serving the education of homeless children in Hawai'i, the DOE commissioned Curriculum Research and Development Group of the University of Hawai'i at Mānoa to conduct a major, three-part study on Hawai'i homeless children's educational problems. The study's methods and results are described in this appendix.

Although the USED has issued reports to Congress on the important problems facing homeless children, these reports do not necessarily comprise definitive summaries of homeless children's educational problems. Not all the problems apply to all states. The problems reported by the SEAs for USED's reports to Congress are sometimes only summaries of the opinions of school district personnel or homeless-service providers. Hawai'i's unique characteristics in a sub-tropical climate suggest that some of the problems of homeless children found here may not be found elsewhere. Therefore, in the first phase of the study reported here, the important educational problems facing Hawai'i's homeless children are identified.

Because of limited resources available under the McKinney Act to implement the state plan for serving homeless children, not all the important problems can be addressed at once. To efficiently use the resources available under the McKinney Act, information on *priorities* among the problems is necessary. Therefore, in the second phase of the study reported here, the important educational problems facing Hawai'i's homeless children were scaled in the order of importance. These scale findings were gathered from three groups of program *stakeholders*: teachers, homeless service providers, and homeless parents.

Research findings, such as presented in this report, are insufficient in and of themselves for making program decisions. Program decisions about priorities are political. As Anderson (1977) says, "Technical policy analysis does not provide techniques for reaching valid and indisputable conclusions about public problems. It is rather no more than another form of political argument" (p. 97). Thus, the notion has arisen that program stakeholders should help interpret data for program decision-making. Therefore, in the third part of the study reported here, representatives of the stakeholders were asked to participate in a structured meeting for making decisions

about the most important educational problems. The results of the meeting were then used to develop this plan.

Each of the three parts of the study are presented and described in the remainder of this appendix.

Identifying the Educational Problems Facing Homeless Children in Hawai'i

An interview guide with open-ended questions was developed to identify the educational problems of homeless children in Hawai'i. Identical questions were asked of all three stakeholder groups. (A copy of the teachers' interview guide is shown on p. 21.) Using the guide, the researchers conducted individual interviews with a convenience sample of 9 teachers who serve homeless children, 7 homeless-shelter operators, and 20 homeless parents. The interviews resulted in 322 comments about homeless children's educational problems. The comments were content-analyzed into 41 statements about homeless children's educational problems. Twelve judges independently clustered the 41 educational problems, resulting in a final list of 12 educational problems facing homeless children in Hawai'i. The 12 educational problems were: (a) children's families move too often; (b) no transportation to or from school; (c) children have health problems; (d) parents can't afford school supplies, clothes, field trips, or lunch; (e) children do not have adequate counseling; (f) lack of tutoring; (g) schools don't offer enough job training; (h) children have family problems, behavioral problems, or emotional problems; (i) communication between the schools and the homeless is inadequate; (j) teachers, schools, or the public do not understand homelessness; (k) children are ashamed to be homeless; and (l) children have no quiet place to do homework.

Scaling the problems on their importance. The 12 statements about homeless children's educational problems were included on pair-comparison questionnaires and distributed to the stakeholder groups. For each pair, respondents were asked to state which problem was the most important. The pair-comparison questions for all three stakeholder groups were identical. (A copy of the teachers' questionnaire is shown beginning on p. 23.) Questionnaires were distributed by mail to all elementary schools in known areas in the state with high numbers of homeless children and to all shelters in the state that deal with homeless children. The number of questionnaires specified for each school was proportional to the total number of teachers in the school, with over-sampling for schools in areas

with exceptionally high numbers of homeless families. A total of 151 questionnaires was distributed to teachers, with 109 returned; 130 questionnaires were distributed to shelter providers, and 74 were returned. Questionnaires were individually administered to a total of 47 homeless parents living in shelters for the homeless, in parks, or on beaches. Questionnaire data were separately analyzed for each group using Thurstone's Case V unidimensional scaling method and were linearly transformed to 0-1000 scales, resulting in three sets of scale scores on the relative importance of homeless children's educational problems. The results of the scaling, where 0 = the least important problem and 1000 = the most important problem for a group, are shown on pp. 27-29 for each of the three respondent groups (homeless parents, teachers, and shelter providers).

Prioritizing the problems. Because resources to address homeless children's problems are limited, it was decided to address only the most important educational problems facing homeless children. Of the problems shown on pp. 17 and 30 of this appendix, the survey data showed six problems to be of relatively high importance to at least one of the three stakeholder groups (that is, the scale values were greater than 500):

1) Children have family problems, behavioral problems, or emotional problems.
2) Communication between the schools and the homeless is inadequate.
3) Teachers, schools, or the public do not understand homelessness.
4) Children are ashamed to be homeless.
5) Children have no quiet place to do homework.
6) Parents can't afford school supplies, clothes, field trips, or lunch.

To decide how to reconcile the differences between the groups, and thus prioritize the six high-importance educational problems for developing the present plan, the following assumptions (based on the program-evaluation literature) were made:

- Program stakeholders, such as homeless parents, teachers serving homeless children, and service providers, should help make decisions about program-planning data.
- For efficient decision-making, only a few stakeholders should participate in decision-making; therefore, representatives of the stakeholder groups should be chosen to make decisions on behalf of other stakeholders.
- The decision-making should be made in a structured small-group

meeting and all participating stakeholders should have equal decision-making power.

For each of the three stakeholder groups (homeless parents, teachers serving homeless children, and providers of social services to the homeless), two participants were invited to a day-long meeting to discuss the results of the survey, establish priorities for the problems, and assist in developing solutions for the problems. Participants were selected through community contacts. The meeting began with a review of the survey study's objectives, methods, and results. Following an in-depth presentation of each group's scaling of the importance of the educational problems, the committee participants were asked to individually write the ranks of the six high-importance problems, taking the results of their reference group into consideration. That is, teachers were asked to carefully consider the results given by teachers in the survey, and so on. In addition to giving the rankings, the participants were also asked to individually write their reasons for their rankings.

The next stage used the methods of the nominal group process. Under the watchful supervision of a group facilitator, each stakeholder spoke in turn, assigning a rank and discussing reasons for the rank. Research staff wrote the ranks and summaries of the reasons on poster paper and displayed them on the walls of the meeting room. The same structured procedure was followed for all six problems. When all six problems had been ranked and reasons for the rankings had been posted, group members were invited to engage in an open discussion. During the discussion, the participants exchanged views, modified their opinions, and developed new perspectives on the problems. After the discussion, each participant ranked each of the six problems for the second time on special sheets designed for that purpose. The rankings were averaged, resulting in final ranking of the six problems, as follows:

1) Children have family problems, behavioral problems, or emotional problems (*rank = 1*).
2) Teachers, schools, or the public do not understand homelessness (*rank = 2*).
3) Communication between the schools and the homeless is inadequate (*rank = 3.5*).
4) Children are ashamed to be homeless (*rank = 3.5*).
5) Parents can't afford school supplies, clothes, field trips, or lunch

(*rank = 5*).

6) Children have no quiet place to do homework (*rank = 6*).

Finally, the committee was asked to suggest some DOE-program activities for addressing the problems. In a group discussion, the committee expressed consensus about the similarity and inter-dependence of the four top-ranking problems. Thus, the group's suggested program activities simultaneously addressed all four of the top ranking problems. Because the group agreed that the fifth- and sixth-ranking problems were considerably less important, no activities were suggested for these problems.

For a longer description of the methods of the three-phase study of Hawai'i homeless children's educational problems, see Brandon, Newton, Harman, and Bebber (1990).

Evaluation Office, Curriculum Research and Development Group
University of Hawai'i
March 12, 1990

Interview Guide for Teachers

Purpose

This is a guide for interviewing teachers about the educational needs of homeless children in their classes. Using this guide, two or three interviewers will conduct interviews. The interviews will take place at the site where the teachers work. The teachers will be compensated for their cooperation with $10 in cash.

Instructions to Interviewers

Interviewing Strategies

When conducting the interviews, interviewers should apply these strategies:

- *Develop rapport with the respondents.* Interact with the interview respondents in a warm, genuine, and non-threatening manner. Be friendly and smile often.
- *Ask only open-ended questions.* Use the questions on page 2 as a reminder of the types of things to say. Use prompts (for example, "Can you tell me more about that?" or "What do you mean by that?") when appropriate.
- *Let the respondents talk without interruption.* If the interviewees wander from the topic, gently keep them on track by restating the question. Do not influence the answers.
- *Record all responses in the respondents' own words.* Write as the respondents speak; look up at them when you can, but do not stop writing their responses.
- *Get responses from all the interviewees.* If any interviewee is not saying anything, ask them what they think about the children's educational needs.
- *Sit opposite your fellow interviewer.*

2

Introduction

When you begin the group interviews, here are some things to remember:

- *Give your names and tell the respondents you are from the University of Hawai'i.*
- *Tell the respondents the purpose of the interviews* (to find out about the educational needs of homeless children in their classes and get information to write a state plan for the Hawai'i State Department of Education).
- *Tell the respondents that all responses are confidential and that no one outside our staff will see what we write.*
- *Tell the respondents they will receive a $10.00 honorarium for their cooperation.* For record-keeping purposes only, we need to know their first and last names.
- *Tell the respondents that their answers are very important to our study, so you will be taking notes while they are talking.*
- *Ask if everyone in the group has homeless children in their classes.*
- *Ask if anyone has any questions.*

Suggested Interview Questions

1. Please tell us how being homeless *affects educational needs* of your homeless students.

2. How are the children's *educational needs different now* than before they became homeless?

3. What *special arrangements or help* do your homeless students need to go to school?

4. What would make it *easier to keep* homeless children in school?

5. *What can the schools do* to help homeless children meet their educational needs?

6. *What can shelters do* to address homeless children's educational needs?

7. Is there *any other concern you think is important* about the education of children in your classes?

5/90 School: _____

Curriculum Research and Development Group
University of Hawai'i at Manoa

Teacher Survey on the Educational Problems of Hawai'i's Homeless Children and Youth

The University of Hawai'i at Manoa is studying the educational problems of Hawai'i's homeless children for the State Department of Education. In this survey, we would like to find out your opinions about the educational problems of homeless children. We will use this survey to help prepare a Department of Education plan for dealing with these problems.

For this survey, homeless children are defined as those who live: (a) on beaches, in parks, in abandoned buildings, or in some other place not intended for permanent residence; or (b) in shelters for the homeless or for runaways.

On the following pages, you will see 12 statements describing some educational problems of homeless children in Grades K-12 (ages 5-18). Each of the statements is paired with each other statement, for a total of 66 pairs. For each pair, put a check mark in the box next to the problem you think is the *worse* for homeless children. You should check one box for each of the 66 pairs.

For example, if this were a survey on traffic problems, the survey and your check marks might look like this:

	Traffic is too heavy...	*or*	...people are bad drivers	✓
✓	Traffic is too heavy...	*or*	...there are too many potholes	

These checks marks would show that you think the problem *people are bad drivers* is worse than the problem *traffic is too heavy* and that the problem *traffic is too heavy* is worse than the problem *there are too many potholes*.

If you complete and return this questionnaire, we will mail you $5.00 in cash. To receive the $5.00, please complete the enclosed statement saying that you completed the questionnaire and giving your name and the date.

Please return all materials in the enclosed envelope *no later than May 25, 1990.*

Thank you for your help!

Please turn the page over

For each pair of problems affecting homeless children's education in Hawai'i, check the box for the WORSE problem.

Which is the worse problem?				
☐	Children's families move too often...	*or*	...no transportation to or from school	☐
Which is the worse problem?				
☐	Children's families move too often...	*or*	...children have health problems	☐
Which is the worse problem? (For this and all remaining pairs of problems, check one and ONLY one box.)				
☐	Children's families move too often...	*or*	...parents can't afford school supplies, clothes, field trips, or lunch	☐
☐	Children's families move too often...	*or*	...schools don't counsel children enough	☐
☐	Children's families move too often...	*or*	...lack of tutoring	☐
☐	Children's families move too often...	*or*	...schools don't offer enough job training	☐
☐	Children's families move too often...	*or*	...children have family problems, behavorial problems, or emotional problems	☐
☐	Children's families move too often...	*or*	...communication between the schools and the homeless isn't good enough	☐
☐	Children's families move too often...	*or*	...teachers, schools, or the public do not understand homelessness	☐
☐	Children's families move too often...	*or*	...children are ashamed to be homeless	☐
☐	Children's families move too often...	*or*	...children have no quiet place to do homework	☐
☐	No transportation to or from school...	*or*	...children have health problems	☐
☐	No transportation to or from school...	*or*	...parents can't afford school supplies, clothes, field trips, or lunch	☐
☐	No transportation to or from school...	*or*	...schools don't counsel children enough	☐
☐	No transportation to or from school...	*or*	...lack of tutoring	☐
☐	No transportation to or from school...	*or*	...schools don't offer enough job training	☐
☐	No transportation to or from school...	*or*	...children have family problems, behavorial problems, or emotional problems	☐
☐	No transportation to or from school...	*or*	...communication between the schools and the homeless isn't good enough	☐
☐	No transportation to or from school...	*or*	...teachers, schools, or the public do not understand homelessness	☐
☐	No transportation to or from school...	*or*	...children are ashamed to be homeless	☐
☐	No transportation to or from school...	*or*	...children have no quiet place to do homework	☐
☐	Children have health problems...	*or*	...parents can't afford school supplies, clothes, field trips, or lunch	☐
☐	Children have health problems...	*or*	...schools don't counsel children enough	☐
☐	Children have health problems...	*or*	...lack of tutoring	☐
☐	Children have health problems...	*or*	...schools don't offer enough job training	☐
☐	Children have health problems...	*or*	...children have family problems, behavorial problems, or emotional problems	☐

Please go to the next page.

For each pair of problems affecting homeless children's education, check the box for the WORSE problem.

☐	Children have health problems...	*or*	...communication between the schools and the homeless isn't good enough	☐
☐	Children have health problems...	*or*	...teachers, schools, or the public do not understand homelessness	☐
☐	Children have health problems...	*or*	...children are ashamed to be homeless	☐
☐	Children have health problems...	*or*	...children have no quiet place to do homework	☐
☐	Parents can't afford school supplies, clothes, field trips, or lunch...	*or*	...schools don't counsel children enough	☐
☐	Parents can't afford school supplies, clothes, field trips, or lunch...	*or*	...lack of tutoring	☐
☐	Parents can't afford school supplies, clothes, field trips, or lunch...	*or*	...schools don't offer enough job training	☐
☐	Parents can't afford school supplies, clothes, field trips, or lunch...	*or*	...children have family problems, behavorial problems, or emotional problems	☐
☐	Parents can't afford school supplies, clothes, field trips, or lunch...	*or*	...communication between the schools and the homeless isn't good enough	☐
☐	Parents can't afford school supplies, clothes, field trips, or lunch...	*or*	...teachers, schools, or the public do not understand homelessness	☐
☐	Parents can't afford school supplies, clothes, field trips, or lunch...	*or*	...children are ashamed to be homeless	☐
☐	Parents can't afford school supplies, clothes, field trips, or lunch...	*or*	...children have no quiet place to do homework	☐
☐	Schools don't counsel children enough...	*or*	...lack of tutoring	☐
☐	Schools don't counsel children enough...	*or*	...schools don't offer enough job training	☐
☐	Schools don't counsel children enough...	*or*	...children have family problems, behavorial problems, or emotional problems	☐
☐	Schools don't counsel children enough...	*or*	...communication between the schools and the homeless isn't good enough	☐
☐	Schools don't counsel children enough...	*or*	...teachers, schools, or the public do not understand homelessness	☐
☐	Schools don't counsel children enough...	*or*	...children are ashamed to be homeless	☐
☐	Schools don't counsel children enough...	*or*	...children have no quiet place to do homework	☐
☐	Lack of tutoring...	*or*	...schools don't offer enough job training	☐
☐	Lack of tutoring...	*or*	...children have family problems, behavorial problems, or emotional problems	☐
☐	Lack of tutoring...	*or*	...communication between the schools and the homeless isn't good enough	☐
☐	Lack of tutoring...	*or*	...teachers, schools, or the public do not understand homelessness	☐
☐	Lack of tutoring...	*or*	...children are ashamed to be homeless	☐
☐	Lack of tutoring...	*or*	...children have no quiet place to do homework	☐

Please turn the page over.

For each pair of problems affecting homeless children's education, check the box for the WORSE problem.

☐	Schools don't offer enough job training...	*or*	...children have family problems, behavorial problems, or emotional problems	☐
☐	Schools don't offer enough job training...	*or*	...communication between the schools and the homeless isn't good enough	☐
☐	Schools don't offer enough job training...	*or*	...teachers, schools, or the public do not understand homelessness	☐
☐	Schools don't offer enough job training...	*or*	...children are ashamed to be homeless	☐
☐	Schools don't offer enough job training...	*or*	...children have no quiet place to do homework	☐
☐	Children have family problems, behavorial problems, or emotional problems...	*or*	...communication between the schools and the homeless isn't good enough	☐
☐	Children have family problems, behavorial problems, or emotional problems...	*or*	...teachers, schools, or the public do not understand homelessness	☐
☐	Children have family problems, behavorial problems, or emotional problems...	*or*	...children are ashamed to be homeless	☐
☐	Children have family problems, behavorial problems, or emotional problems...	*or*	...children have no quiet place to do homework	☐
☐	Communication between the schools and the homeless isn't good enough...	*or*	...teachers, schools, or the public do not understand homelessness	☐
☐	Communication between the schools and the homeless isn't good enough...	*or*	...children are ashamed to be homeless	☐
☐	Communication between the schools and the homeless isn't good enough...	*or*	...children have no quiet place to do homework	☐
☐	Teachers, schools, or the public do not understand homelessness...	*or*	...children are ashamed to be homeless	☐
☐	Teachers, schools, or the public do not understand homelessness...	*or*	...children have no quiet plac o do homework	☐
☐	Children are ashamed to be homeless...	*or*	...children have no quiet place to do homework	☐

Thank you for your help!

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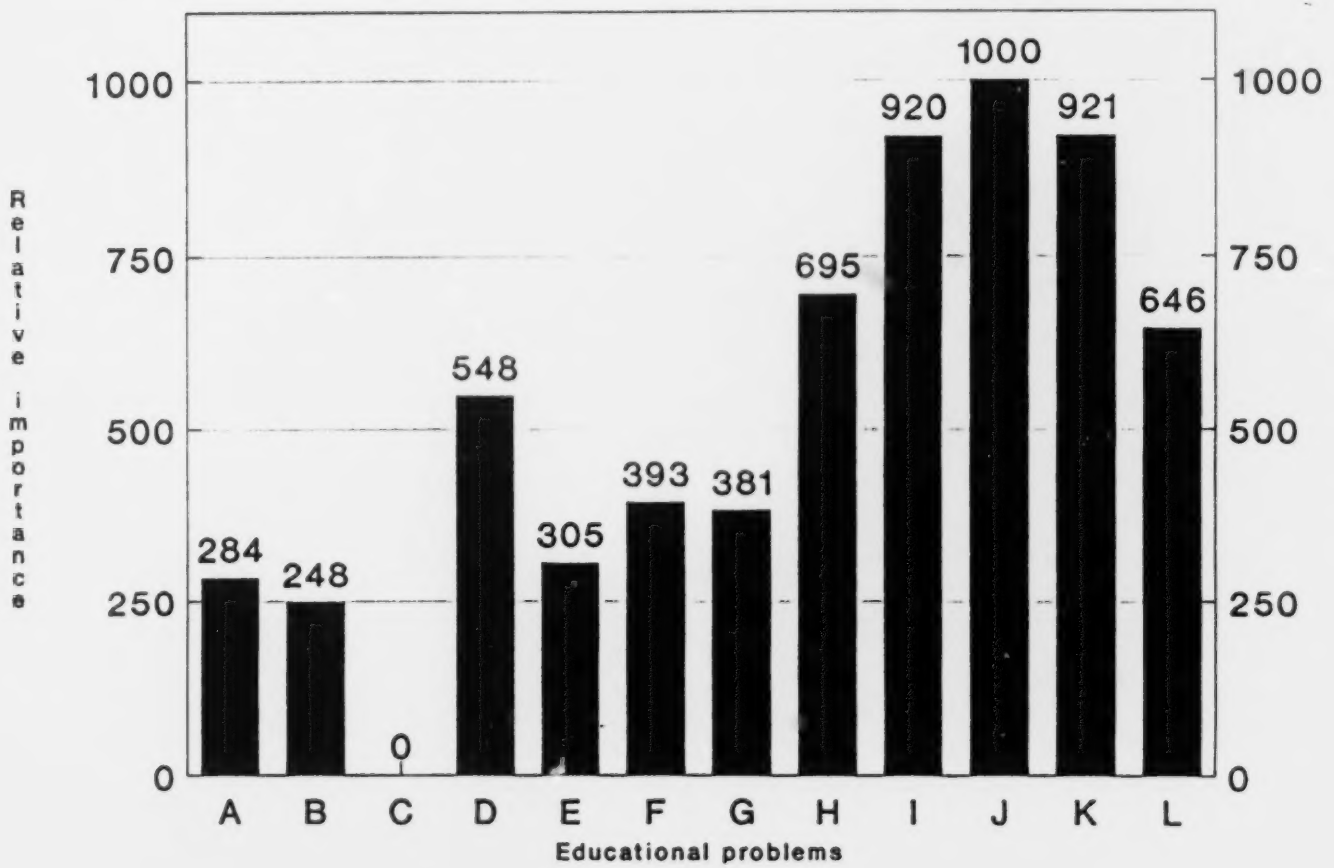
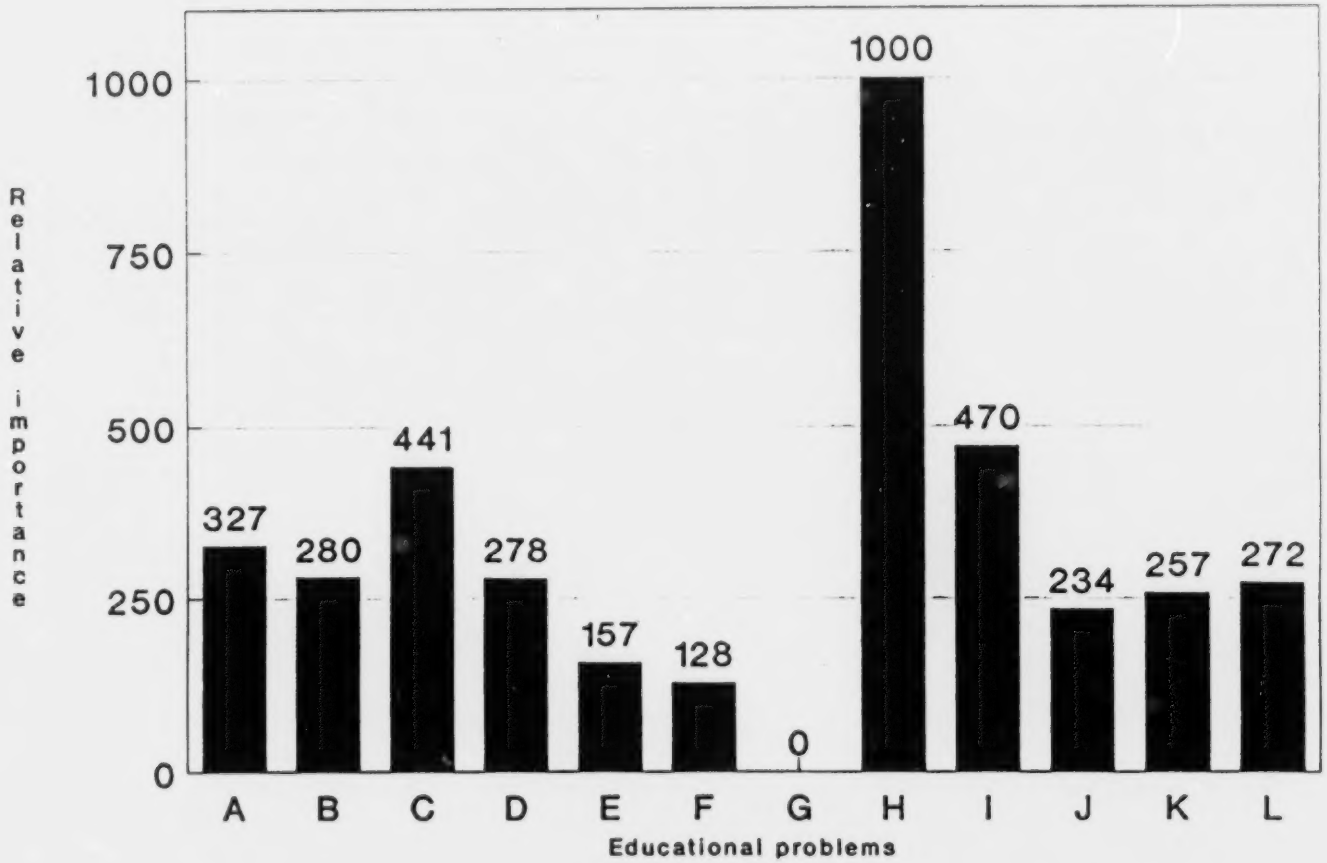
Importance of Educational Problems: Results for Parents



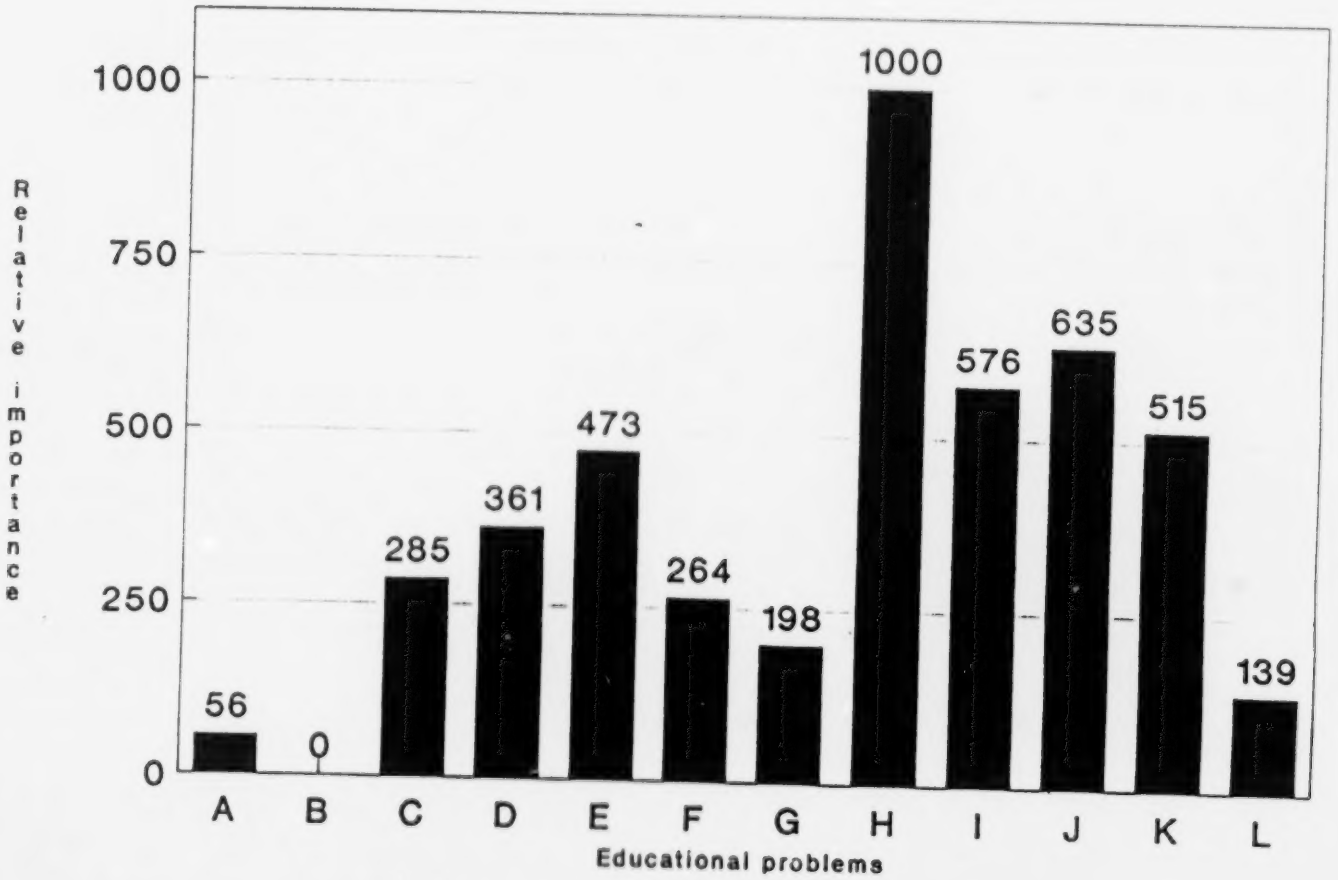
(See p. 30 for a list of the problems)

Importance of Educational Problems: Results for Teachers



(See p. 30 for a list of the problems)

Importance of Educational Problems: Results for Service Providers



(See p. 30 for a list of the problems)

Educational Problems of Hawai'i's Homeless Children and Youth

A. Children's families move too often.

B. No transportation to or from school.

C. Children have health problems.

D. Parents can't afford school supplies, clothes, field trips, or lunch.

E. Children do not have adequate counseling.

F. Lack of tutoring.

G. Schools don't offer enough job training.

H. Children have family problems, behavioral problems, or emotional problems.

I. Communication between the schools and the homeless is inadequate.

J. Teachers, schools, or the public do not understand homelessness.

K. Children are ashamed to be homeless.

L. Children have no quiet place to do homework.

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